

REPORT OF THE COUNCIL OF UNIVERSITIES
TO THE MINISTER OF EDUCATION

The General Orientation of English-
Speaking Universities and the
Future of Bishop's and Loyola

The Council of Universities
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PREFACE

In letters dated respectively October 27 and December 31, 1971 the Minister of Education of the Province of Quebec had requested that the Council of Universities submit a report for June 1972. The letters asked for an opinion from Council on the future of Bishop's University and Loyola College.

The Council of Universities had already done some work in this area. In co-operation with the universities and the assent of the Minister, Council had undertaken a study of the objectives of higher education in Quebec, and of the orientation of each institution in the Seventies. A preliminary report on these subjects had been circulated for discussion in the university milieu.

The Council believes that the future of Loyola and of Bishop's can only be viewed through the projection of a total picture of the anglophone sector. Council, therefore, decided to enlarge the scope of its report to the Minister of Education without dealing in this instance with the question of McGill and Sir George Williams Universities. These institutions will be dealt with in the final report on the overall orientation of English-speaking universities.

1. INTRODUCTION

The Council of Universities bases its observations on the future of these institutions on the following facts:

1. A network of higher learning institutions must answer the needs of Quebec society as a whole.
2. The network of higher learning institutions is divided into two parts: the French-speaking sector and the English-speaking sector. Each serves a different language oriented community.
3. The orientation of the network, that is, of each linguistic sector and of each institution must keep in mind their respective future needs in the next ten or fifteen years. Both must carefully examine their existing facilities (present campus, student bodies, professorial resources, standards etc....).
4. A parity of university services between both sections of the network should be sought as quickly as possible. By parity, we mean that both the English and French-speaking universities should be in a position to offer the same quality of facilities each with its three cycles of instruction, and research facilities of equal calibre. To achieve this, the financial resources should be appropriately proportioned to the number of persons served in each linguistic group.
5. Each institution would not necessarily be characterized by a comprehensive offering of university services (comprehensiveness should be sought more appropriately at the level of network). But, rather each should be characterized by its scientific, pedagogic and socio-cultural aspects now generally accepted by all parts of our system of higher learning.

2. GENERAL CHARACTERISTICS OF THE ENGLISH SPEAKING HIGHER EDUCATIONAL INSTITUTIONS

2.1 The English speaking sector of higher educational institutions is made up of major universities, and mixed undergraduate level colleges. The first category takes in Bishop's, McGill and Sir George Williams; the second, Loyola, Marianapolis and The Thomas More Institute. Marianapolis has recently become a private CEGEP.

The characteristics of the English university institutions were outlined in Book I of the Report by the Council on Objectives and Orientations. We will only briefly review them in this study. But we will complete the picture by adding a brief analysis on the particular traits of Loyola, Marianapolis and Thomas More.

2.1.1 Bishop's University

Founded in 1843, Bishop's University has been known up till now for its general arts program, and for a number of specialized programs: i.e. Theology and Science. Faced with the need to re-structure their academic program following the installation of the CEGEP system in Quebec, Bishop's began developing specialized programs. Today there is a marked emphasis on Business Administration, Natural Science, Humanities and Social Science.

To a great extent the restructurization of Bishop's has resulted in a change in the student body. The university has lessened its undergraduate enrollment to about

600 students which is just about what the enrollment figure was ten years ago. Bishop's hopes to increase the number of students to about 1000 or 1200 during the course of the next decade. The Eastern Townships accounts for 50% of the total enrollment while the city of greater Montreal provides about 25% of the student body. The balance of the enrollment consists of 10% from other areas of Quebec, 10% from other sectors of Canada and 5% from foreign countries.

2.1.2 McGill University

Founded in 1821, McGill is the senior university in the province of Quebec. It is also the only English-speaking university that offers, in most domains, a three stage program of teaching. The second and third level of higher education at McGill accounts for one quarter of the total student body. The university leans heavily towards research. It has acquired in this area a measure of international eminence. It is also known for its professional instruction; law, engineering and medicine....The first level of teaching has been until now, mainly general arts and science. Now with the new CEGEP program, the program has come under change. The main changes seem to be a tendency toward specialization beginning at the undergraduate level. McGill numbers in this scholastic year 1971/72 more than 14,000 full-time students in the undergraduate school.

2.1.3 Sir George Williams University

Beginning as the educational service of the Y.M.C.A. Sir George Williams began teaching night-time university courses in 1929 and opened a day school division in 1932. It obtained

a university charter in 1948. Sir George Williams still maintains its original purpose, that is, to direct its program to the immediate needs of the community. For this reason, it has had to make room beyond full-time day enrollment for part-time, evening, and summer students. In fact, no matter whether a particular course is given in the day school division or the night school division, the courses offered by Sir George are considered for the most part, to be regular accredited courses.

In the scholastic year 1971/72, Sir George had 6,500 students on a full-time basis, including 2,700 CEGEP students.

2.1.4 Loyola College

Founded 75 years ago, Loyola has four different characteristics:

- a) It is a Catholic College, founded and directed by Jesuits. This means that the curriculum, the teachers and the students alike add the extra dimension of moral and ethical standards to a consistently high level of post secondary learning excellence. This fact was pointed in a brief to the Council by the directors of the College.
- b) Secondly, the institution leans towards a liberal arts education despite the fact that new specialized programs have been introduced over the past few years.
- c) Loyola is basically an undergraduate school. All its resources are directed to instruction at this level. This orientation determines the selection of professors and guides its choice of activities.
- d) Finally, the College has developed a part-time program which for the most part, is available to students during the evening.

Loyola College defines itself as a university institution even though it has always had and possessed still in 1971/72 a substantial student body at the Collegial level representing one half of its actual full-time enrolment. The institution proposes to eliminate the collegial level by 1974/75 as a result of the newly restructured system of post secondary education in the province of Quebec.

2.1.5 Marianapolis College

Created as a university college, opening simultaneously with a collegial level program and a university level program leading to bachelor degrees since 1908, through the University of Montreal, Marianapolis has just recently undergone a re-orientation program that has resulted in its recently adopted private CEGEP policy. It is probably not the place of the Council to elaborate on the characteristics of Marianapolis which had been, for a long time, considered the feminine counter-part to Loyola. Both are primarily Catholic. Marianapolis provided young women with a general arts program based on the Liberal Education theme. The diminutive size (numbering less than 500 students) has been further reduced by the dwindling anglophone population and the competition from other Montreal institutions.

2.1.6 The Thomas More Institute

By virtue of an agreement (not a formal one, it would seem) with the University of Montreal, which confers the degrees, The Thomas More Institute provides first cycle instruction to adults on a part-time and evening basis. The status and activities of the institution and the role it plays in the total network of higher learning institutions in Quebec is marginal and has not been analyzed by the Council. Recommendations concerning its future will be discussed in the final report on Objectives and Orientations.

2.2

THE ENGLISH SPEAKING-SECTOR, HIGHER EDUCATION, AND THE
RECOMMENDATIONS OF THE PARENT COMMISSION

Foreseeing and often instigating the evolution now in question, the Parent Commission recommended in the second part of its report (recommendation 126):

"We recommend that a limited charter university be formed by grouping the facilities of Loyola College, Marianapolis College, Thomas More Institute and St. Joseph Teachers College, in order to constitute a corporation governed by an administrative board appointed by the Lieutenant-Governor-in-Council on the recommendation of the English-speaking Roman Catholic institutions and groups concerned."

St. Joseph Teachers College was recently assimilated by McGill University. Marianapolis College has recently become a private CEGEP. The Thomas More Institute has not yet decided on its future. Loyola, on the other hand, must make a decision since a Quebec institution is no longer allowed to function simultaneously as a CEGEP and a university. Because of the size of Loyola's enrollment, Council will give a general outline of its recent development with a more precise evaluation of its role in the Quebec system of post secondary education.

2.3

THE RECENT EVOLUTION OF LOYOLA COLLEGE

As previously mentioned, Loyola College has pursued until now activities proper to a university college. Now faced with the option of becoming a CEGEP or becoming a university in order to comply with the demands of the Quebec higher education laws, Loyola chooses the latter course. For this reason it will no longer accept collegial applications beginning in 1973/74 and will no longer have any collegial students at all after 1974/75.

Loyola, however, has never been considered a part of the official Quebec network of higher education. Acting as a private institution, the College is content with the situation that enables it to pursue its traditional activities and take advantage of special Provincial Government grants.

Wishing to continue its activities at the university undergraduate level, the College is dependent on governmental assistance. Loyola recognizes the fact that within the context of the present Quebec system it would be impossible for a higher learning establishment to provide services of quality solely on its own resources.

The government of Quebec, for its part, cannot approve the entrance of a new institution in the university network unless it is justified by the needs of the population. The Council of Universities has endorsed this principle from the very start of this report. The government has, in all instances, refused the transition of Loyola to a full scale university by not granting the charter that it requested. Therefore, the question today is not when will Loyola become a university, but rather what are the possibilities of its association with another higher level establishment or its integration into it?

In his letter of December 31st, the Minister of Education wrote that he could not envision the creation of a new university in Quebec. He also stated:

"The resources represented by Loyola College in higher education must be safeguarded and re-oriented along the following broad lines:

1. Due to the fact that we are faced with a question of maintaining the resources of a higher learning establishment, the Council of Universities must, after a study of the problem, provide me with its recommendations.
2. Because your institution has entered contract agreements with the student body and the personnel, the Minister of Education guarantees Loyola College that for a period not exceeding the 30th of June, 1975, it will take the necessary steps to ensure that all contractual agreements are honoured."

In order to fulfill the mandate conferred by the Minister of Education, the Council has in the following pages of this brief, undertaken to study the future of Loyola in the context of the two possible alternatives to its present situation. First, the Council will look at the actual resources of the College at the University level on one hand, and the needs of the English-speaking population of Quebec in the area of academic services on the other hand. The study of the above mentioned elements is essential when one realizes that the English-speaking student population is gradually lessening, leaving empty seats in University classrooms. It becomes imperative to carefully weigh this fact when examining the case of Loyola and in the light of the budgetary problems involved, a rapid solution to the question is of paramount importance.

3. EVOLUTION OF STUDENT ENROLLMENT IN THE ENGLISH-SPEAKING SECTOR

In two different studies, the English-speaking universities and the Minister of Education presented medium-range projection charts on the number of full-time university level students expected from the anglophone community up until 1982. In the interest of the projection study, Loyola was included. The conclusion of both reports differed only slightly. For 1981/82, the Minister predicts that there will be 21,240 students while the "ELPSI REPORT"* puts forth a figure of 20,655 for the period of 1972/73 to 1979/80. The conclusions are quite similar even though the ELPSI statistics are slightly higher than those of the Minister. The latter's however, are more optimistic for 1980/81 and 1981/82.

We will deal firstly with the projections of the Minister (Table I) all the while remembering that the universities themselves in the ELPSI REPORT forecasts over the long-term basis about 600 fewer students. Let us also be aware that the forecasts call for a rather optimistic rate of students graduating from the collegial level who will proceed to the university level, and remember as well that the projections presume that the present rate of recruitment of French-speaking students and foreign students will remain pretty much the same.

Table I shows that the number of university students grows about 2% per year since it goes from 18,000 in 1973/74 to 21,000 in 1981/82. It is anticipated that the second and third cycle student group will grow less rapidly than the first cycle student body, all the while remaining at about 17% of the total student enrollment. No projections have been calculated for the period following 1981/82. All the same, for Quebec as for the rest of the North American continent, we can predict a levelling off period during the 80's.

It must be noted, however, that the increase in the English-speaking body is influenced not only from internal demographic factors, but by specific student groups. The English-speaking campuses,

*ELPSI English Language Post Secondary Institutions

TABLE I

English Language University Sector

Predicted Student Enrollment

1970/71 - 1981/82

Year	Level Collegial (1)	1st cycle (3)	2nd & 3rd cycles (2)	Total	Total Excluding Collegial Level
1970/71	6,763	13,619	3,088	23,470	16,707
1971/72	7,231	13,585	2,898	23,714	16,483
1972/73	6,074	13,774	3,181	23,029	16,955
1973/74	3,087 (5)	14,747	3,203	21,037	17,950
1974/75	463 (5)	15,251	3,284	18,998	18,535
1975/76	0	15,599	3,342	18,941	18,941
1976/77	0	15,853	3,401	19,254	19,254
1977/78	0	16,136	3,460	19,596	19,596
1978/79	0	16,621	3,504	20,125	20,125
1979/80	0	16,947	3,548	20,495	20,495
1980/81 (4)	0	17,265	3,600	20,865	20,865
1981/82 (4)	0	17,595	3,645	21,240	21,240

(1) In the universities of Bishop's, McGill and Sir George Williams only

(2) Including interns and residents but excluding Ph.D. candidates

(3) Including the University Level of Loyola

(4) Approximation D.G.E.S.

(5) Approximation D.G.E.S.

References: ELPSI Report - November 1970 - average assumption.

Loyola - letter J.J. McAsey, December 7, 1971.

Brief no. 24, McGill Committee, dated the 1st of March, 1971

including Loyola, enroll about 12% foreign students as opposed to 6% taken in by French-speaking campuses. Also, we estimate that the English-speaking campuses are absorbing about 10% of French language students while the trend by English students to French campuses is negligible. If we apply these percentages to two specific years (as illustrated in the table below) we can observe that the English Canadian student body will be actually 4,600 less than the actual number of students forecast for those two years. Such calculations are noteworthy since the Council has stated its wish to see an interlinguistic movement which would not be only one way, but which would develop into a system whereby French language universities would receive a comparable number of English language university students.

TABLE II

Origins of students on English Campuses*

(approximate numbers)

	1973/74	1981/82
Total number of students	17,950	21,240
Foreign students	2,150	2,550
French-speaking students	1,800	2,120
Anglo-Canadian students	14,000	16,570
* Including Loyola		

Also the new system of school fees could eventually have a decided effect on the recruitment of foreign students.

In summary, the figure of 21,240 students anticipated by the Minister of Education for 1981/82 appears to be the maximum possible, considering the new changes in effect in the immediate future. We must also add that the above mentioned figure includes about 1,000 interns and residents from the Faculty of Medicine of McGill University. Their work however, is performed in the hospitals and not technically on the campus or university premises.

There will be, therefore, in 1981/82 some 20,000 students on the English language campuses according to the projections made by the DGES (which is considered to be the most optimistic figure), or about 19,580 students as stated by the ELPSI. The reliability of these statistics is confirmed by the fact that the pattern of progression from CEGEP to university as compared to the actual transfer from pre-university to professional studies in the English-speaking sector differs from the pattern of progression of the French-speaking sector. The English-speaking enrollment at the university level is expected to remain at much less than 20,000. If that figure seems low (it presumes the reduction in English-speaking university candidates over the next few years), it is because it presumes that English-speaking campuses will face serious recruitment problems within the next decade. Seen in this light, the figure of 20,000 students put forth by the DGES will be considered as a maximum.

4. PRESENT ENROLLMENT CAPACITY OF ENGLISH-SPEAKING CAMPUSES

4.1 The actual student capacity of a campus is calculated on the basis of the useable space of its available facilities. An inventory of this is kept regularly by the Minister of Education in co-operation with the respective institutions. A precise breakdown of the facilities will be presented later in this brief.

Let us look briefly at the present situation. Our study includes Macdonald College and Loyola College, as well as those premises now under construction at McGill. For 1971/72, the total of these campus properties not including residential quarters is 4,032,000 square feet with a functional surface area of 3,349,000 square feet. In 1975/76 the useable surface area will increase to 3,409,000 square feet (see Table III)

TABLE III

<u>Net surface not including residential space</u>			
	1971	- 1972	1975 - 1976
	Square footage of surface inventory	Useable square footage	Useable square footage
McGill	2,348,000	1,850,000	1,910,000
Macdonald	498,000	415,000	415,000
Sir George	603,000	584,000	584,000
Bishop's	220,000	167,000	167,000
Loyola	363,000	333,000	333,000
	<u>4,032,000</u>	<u>3,349,000</u>	<u>3,409,000</u>

Source: D.G.E.S., S.A.F., February 14, 1972

4.2

Based on the inventory of facilities and calculated in square footage, the enrollment capacity can vary depending on how the actual available square footage is used and how much square footage is allotted each full time student. In Quebec the general rule of thumb is 120 square feet of non-residential space per full-time student. The application of this rule differs somewhat depending on the nature of the studies involved. For example, the amount of surface space allotted to first cycle full-time students (without laboratory facilities) is 70 square feet per student. This figure reaches as high as 210 square feet per student in the health sciences program. The appropriation of square footage has often been criticized as being too low. One often hears the comparison drawn between us and say the province of Ontario or New Brunswick where their universities are planned on the basis of 130 square feet per student, not counting medical students.

But despite these comparisons, the Council of Universities is not in a position to recommend a change in the present norm. In this case, the Minister forecasts that by 1975/76 there will be an enrollment capacity of 28,371 students divided into following categories:

TABLE IV
Enrollment Capacity in 1975/76
Anglophone campuses

McGill	.....	15,280 students	
Macdonald	.....	2,441	"
Sir George	.....	5,562	"
Bishop's	.....	1,758	"
Loyola	.....	3,330	"
		<hr/>	
		28,371	

For that same year, the enrollment capacity would be 29,643 students, which in terms of space would approximate 115 square feet per student. An enrollment of 27,272 would allow 125 square feet of surface space per student; and one of 26,153 would mean about 130 square feet of available space per student.

According to the forecast figures, in 1981/82 the number of university level registrations on English-speaking campuses will reach a maximum of 21,240 students. Forecasts in the year 1973/74 are 17,950 registrations. This figure includes 1,000 medical interns and residents who do not occupy any campus space.

In 1971/72 only Sir George Williams rented space to provide an additional square footage of 63,100 square feet. McGill has some facilities that are obsolete, or where the possibility of reconversion has not yet been evaluated by the Minister of Education. For these reasons, these premises can be considered here of marginal value and will not influence the general picture in any significant fashion.

4.3 Enrollment Capacity and Human Resources

While it is practical and routine to measure a university's enrollment capacity by the available square footage, the human resources of the school must also be taken into consideration. The table contained in Appendix II shows the number of full-time administrative staff in 1970/71 in all Quebec universities. It also shows the breakdown on the English-speaking campuses.

The table shows that, as a whole, English institutions have the resources necessary for their medium term evolution and expansion. There remains the possibility

of short-term problems arising from adjustment to difficult situations in one or other of the institutions. These will be dealt with in recommendations put forth later in this report.

5. A SUMMING UP OF THE SITUATION AS OF JUNE 1st, 1972

5.1 A surplus of available space in the universities

The number of student registrations forecast to 1981/82 and the total enrollment capacity of English-speaking campuses points to an excess of university facilities given the number of expected students throughout most of the 70's and 80's. Based on useable surface space, the Minister of Education sets the excess in 1975/76 at 6,856 places. This is based on space forecasts of each institution. This will mean an excess of 9,430 places based on the projected total student enrollment. Whether we adhere to the findings of the SLPSI Report or the D.G.E.S. study, one fact is certain: there will be a surplus of about 8,000 available places by 1981 presuming a stable enrollment pattern during the years 1976 to 1981, although there might be a slight increase in the number of university students.

It is impossible, at this time, to pinpoint the level where the majority of vacancies will occur during the next ten years. We do know, however, that the three English-speaking universities will lose, starting in 1974/75 a total of about 7,250 student places that have been presently occupied (1971/72) by collegial students:

- . 800 at Bishop's (the collegial students are registered at the Champlain CEGEP and use some of the facilities of Bishop's campus)
- . 3,750 at McGill
- . 2,700 at Sir George Williams

Also, we realize that the loss of students at the collegial level will not be made up by an equivalent enrollment at the university level. Projections in Table I estimate growth between 1971/81 at less than 5,000 new students. This may be optimistic.

Projection and recruitment practices would suggest there will remain an excess of 2,000 available places on the campuses of the three universities during the 1981/82 school year. Add to this figure the enrollment capacity of Macdonald and Loyola, and the excess of space increases by about 6,000 student places. This would mean a total excess of 8,000 unfilled student places.

5.2 Lack of Student Places in English Language CEGEPS

While student enrollment in universities will decrease beginning in 1972 through to 1974, English language CEGEPs will have to find about 3,500 extra places by September 1973, 7,000 new spaces by September 1974, and 4,000 more in the subsequent years.

The English-speaking CEGEP network includes: Dawson, Vanier, Abbot and Champlain. Table V details the characteristics which allows Council to project the development of each in the next few years. Only Vanier, at present, occupies permanent quarters which are an important factor in estimating growth and student projections. Dawson is located in the old H.E.C. School and in converted industrial buildings, and these are only temporary quarters. On Macdonald's campus, John Abbot CEGEP occupies rented quarters which do not appear to be adequate. It plans to relocate in new premises in the Pointe Claire area. The Champlain CEGEP is supposed to build on the south shore. It hopes also to build in Sherbrooke or in the surrounding area.

The question is whether the excess of human and real estate resources within the university establishment can be reconverted and made available to the CEGEP network.

TABLE V

ENGLISH LANGUAGE CEGEPS

Name of CEGEP	Location and founding date	Number of students		Physical resources	
		actual	predicted	Actual	Predicted
DAWSON	Montreal downtown (1969)	4,200	5,000	<ul style="list-style-type: none"> Temporary 385,000 sq.ft. rented 3,600 places (4,800 in Sept '72) 	<ul style="list-style-type: none"> downtown construction 500,000 (1975) sq. ft. 5,000 places
VANIER	Montreal Ville St. Laurent (1970)	3,200	4,500	<ul style="list-style-type: none"> St. Laurent, formerly Basile-Moreau College 390,000 sq.ft. 3,800 places 	<ul style="list-style-type: none"> eventual growth 75,000 sq. ft. 700 places
ABBOT	Montreal West Island (1971)	800	4,500	<ul style="list-style-type: none"> rental premises at MacDonald College 800 places 	<ul style="list-style-type: none"> construction at Pointe Claire (1975) 450,000sq. ft. 4,500 places
CHAMPLAIN	Montreal South Shore		2,500	<ul style="list-style-type: none"> rental of 1,200 places in St. Lambert in 1972. 	<ul style="list-style-type: none"> Construction of campus in St. Lambert (1973/74) 250,000 sq. ft. 2,500 places
	Etrie	800	1,200	<ul style="list-style-type: none"> Campus in Lennoxville 800 places 	<ul style="list-style-type: none"> construction hoped for
	Quebec (1971)	300	500	<ul style="list-style-type: none"> Campus at St. Lawrence 300 places 	<ul style="list-style-type: none"> rented premises predicted as long term

6. SUGGESTED SOLUTIONS RECOMMENDED BY THE INSTITUTIONS

6.1 Views Presented by The Universities

The Council of Universities officially received the proposals presented by the university institutions and Loyola College at its recent meetings of May 18 and 19. McGill and Loyola submitted written briefs. Bishop's used as a basis for its argument a previously submitted written brief on its orientation. Sir George Williams presented its views orally. Views of the CEGEP institutions involved were indirectly conveyed to the Council which had also requested directives from the Minister of Education.

6.2 CEGEPs VIEWPOINT

The CEGEP viewpoint in this report is given with some reserve since it has not been submitted to the Council by the representatives of the institutions involved.

With the exception of Vanier College, the CEGEPs consider their present premises as temporary. They hope, in the near future, to be in new premises, build especially to serve their mission and needs.

6.3 Bishop's Viewpoint

Since the school provides first cycle instruction to students seeking a particular way of life that is unique in Canada, the directors of Bishop's believe that the university provides the Quebec network of higher education with an important element of variety. It plans to pursue its program of first

instruction with the orientation directed to the "Liberal Arts".

From the economic point of view, Bishop's states this course is valid. Its 1800 places are occupied by its own students, whose number will increase to 1200 by 1975/76 and by students of the Champlain CEGEP. The extra places in the English university sector is not the fault of Bishop's. Bishop's believes it could survive as a University under the following conditions:

- . the possibility of a 1,200 student enrollment
- . sharing of some equipment with the Champlain CEGEP... the Champlain CEGEP plans to build on property provided to it by Bishop's for a token fee.

6.4

McGill's Viewpoint

McGill chose among four alternatives a solution by which it would redistribute excess university equipment to collegial institutions. Outlining the university CEGEP position as revealed by the table, McGill states that the main problem is in the Montreal area, and Bishop's should not be affected. McGill states that their institution along with Sir George Williams could accomodate in 1981 the projected enrollment of 21,000 students. It suggests a re-grouping of the entire university population of this sector on the two downtown campuses. To solve the immediate question of surplus space, it proposes:

- . to rent Macdonald College space to John Abbot CEGEP and keep only 500 places for the Agricultural Faculty
- . to merge Sir George and Loyola and transfer Loyola's space to one of the collegial institutions
- . to give out or demolish obsolete buildings in its real estate inventory, and for Sir George to terminate its outside rental agreements.

6.5

The Sir George Williams Viewpoint

Operating at costs known to be the lowest in Canada, and providing the lowest square foot student-ratio of any university in Quebec, Sir George does not expect to be in a position to provide much excess space in the foreseeable future.

However, the university is in favour of a re-evaluation of the utilization of resources in view of student population projections and the needs of the English speaking population in Quebec generally. It has, in fact, already entered into negotiations with Loyola with the plan of merging the resources of the two institutions. In the memorandum presented by Loyola College, the main principles of the suggested association were outlined ("Guidelines for Loyola College and Sir George Williams Representatives during negotiations leading to the establishment of a new University"):

In summation:

- . The two institutions will negotiate as equal partners;
- . The two institutions will fuse into one new university;
- . The new university will retain the present two campuses;
- . Conservation in the early stages of the new university of the most valuable and precious traditions of each of the two founding institutions;
- . The most rational utilization, as complete as possible, of available resources.

Sir George believes that there are two principal advantages to be derived from an eventual union:

The acknowledgment and the strengthening of the University and at the same time a satisfactory solution to its immediate needs;

Additional space provided by the Loyola campus.

The university does not, however, have a solution to the problem of the excess of places in the anglophone student sector.

6.6

The Loyola College Viewpoint

Loyola is cognizant of the Department of Education's refusal to grant the College a university charter. At the same time, the College rejects the policy of limiting its activities to the collegial level. A number of arguments have been advanced to justify its desire for university status:

- . a tradition of excellence in undergraduate teaching
- . the quality of its physical plant environment
- . the concept of the total development of the student at the undergraduate level
- . the unique combination of four qualities: Catholic, "Liberal Education", undergraduate instruction and an Extension Division for part-time students

As to the question of an excess of places in the anglophone student sector, the College does not feel compelled to seek a solution. It believes that it is not responsible for the problem, and envisages functioning at full capacity for the next ten years.

To circumvent the problems arising from its lack of a charter, Loyola is considering an association with Sir George according to the guidelines set forth in the preceeding section and by methods yet to be defined.

7. AN ANALYSIS OF SOLUTIONS PROPOSED BY ANGLOPHONE INSTITUTIONS

7.1 Bishop's University

Bishop's survival is dependent on two conditions:

- . an enrollment of 1,200 students
- . maintenance of a general first level program of instruction.

The university also recognizes that it must allow the construction of the Champlain CEGEP on a section of its campus and it must share with it some equipment and facilities.

The Council of Universities questions each of these conditions. It accepts the hypothesis on which Bishop's bases its projection of 1,200 students, but it believes that figure to be the maximum registration the institution could achieve. Council accepts the premise that Lennoxville should remain a centre for collegial students in the English language sector. There has been a steady flow of students to that area for about a century. It does, however, question the preciseness of Bishop's program of "Liberal Education" at a time when the institution is tending towards specialized programming in the first level of instruction, and has plans to bolster its commitment to specialization at the second level.

7.2 McGill University

McGill suggests two main solutions to the problem of a student shortage in the anglophone sector: to vacate the Macdonald campus and re-establish, in due course, the Faculty of Agriculture on the downtown campus; secondly to integrate Loyola into Sir George and abandon the present Loyola campus. The solutions on first glance are simple and attractive.

Council does not consider McGill's solution with regard to the future of Macdonald College to be realistic. McGill would have been better advised to further develop its reflections on Macdonald's activities or, at least, wait for the findings of "l'Opération Sciences appliquées" that deals with the future of this aspect of education before deciding on the future of the Ste. Anne-de-Bellevue campus. Council knows that the Macdonald campus does not provide the necessary facilities for the John Abbot CEGEP.

McGill's proposal with regard to the future of Loyola should also have been more thoroughly researched. Council recognizes that the modalities of the Loyola-Sir George association ought to be primarily the concern of the negotiations between the two interested parties.

7.3

Sir George Williams

While we admit that Sir George functions at very modest costs, it is also a fact that Sir George will have some 2,750 student vacancies by 1975/76, as a result of the termination of collegial level instruction. This levelling off of student enrollment presupposes that Sir George would not need facilities from Loyola in the immediate future.

Also, Council is of the opinion that Sir George and McGill should collaborate to reach the fullest employment of their combined resources.

Finally, Council is not convinced that the association of Loyola and Sir George will necessarily re-inforce Sir George's traditional development. Is it not probable that Loyola's and Sir George's teachers would strive to engage the university more and more in the graduate level of teaching, in research, and in programs of specialization? One is left with this impression against the background of their recent development. Could the institution maintain its originality under pressure from other organizations?

7.4

Loyola College

The Council recognizes the quality of instruction that Loyola provides at the undergraduate level. It deems the College's goal of achieving university status within the Quebec structure to be legitimate. It expresses dismay upon learning that Loyola claims to have, for many years, planned its development with the intention of becoming a full-fledged university while planning groups were not even aware of this fact.

In view of the fact that the present space now in use would no longer be needed for higher education in the English-speaking sector within the next decade, could the transition of Loyola from a college to a university be justified on some other grounds? Could it be based on scientific, pedagogic and cultural reasons, for instance, in that the College would lose a particular type of student?

It would seem that of the four characteristics, only the fact that Loyola is a Catholic institution sets it apart and makes it unique in the network, though the College's approach to teaching has become tempered more and more by a pronounced ecumenicism. Also, Loyola's Catholic orientation is not necessarily unique though most of the university establishments in Quebec have removed this reference from their charters. On the other hand, does this component (of Catholicism) directly contribute to a more personalized attitude of the College when, in fact, Loyola claims to pursue first and foremost a policy of teaching with the infusion of a Catholic spirit as a secondary objective? It appears to the Council that such a characteristic does not weigh heavily enough today to balance

the other criteria under consideration: for example, the needs of the English university community and the maximum utilization of available resources. The Council could not consider Catholicism as a decisive factor in those areas that concern the eventual decisions on the future of university establishments.

As to Loyola's claim that the College caters to students of different ethnic and geographic origins, they are not alone in this since McGill and Sir George enroll students of all ethnic language and geographic backgrounds as well. At a time when we must provide only minimum university level services to students from outside the metropolitan area, we cannot consider the argument that the College is urgently needed by students residing in one particular area within the city where the predominant language majority has been amply provided for by existing university services.

Actually, Loyola College stresses those characteristics of education that are oriented to the "Liberal Arts". There arises reason to question the College's real direction since it has expressed a wish to pursue its teaching of Commerce and Engineering. Also, Loyola is the recipient of grants outlined in Appendix 3 of its memorandum.

8. CONCLUSIONS

8.1 Principles of Rationalization and General Conclusions

The conclusions of the study on the organization of anglophone universities rest on the principles formulated in this report's introduction stated on page 2. These principles are based on the following considerations:

- a) Anglophone universities are not charged with the recruitment of French-speaking students;
- b) Inter-provincial exchange of students will continue at least for an intermediate period;
- c) A new system of tuition fees will be set up that will limit, rather than facilitate the flow of foreign students into Quebec's English-speaking universities, despite inter-governmental agreements.
- d) The guidelines for the distribution of university resources will not be modified until all existing facilities have been completely utilized.

From an analysis of this dossier, one dominant factor emerges: the three existing university institutions meet the needs both qualitatively and quantitatively of English-speaking university students, and provide a standard of learning that is higher than in the French-speaking sector. To correct the defects and insufficiencies in the system in the immediate period will be simple. A complete orientation report should accomplish this.

Normal student attrition will bring about a marked excess of available places during the later 70's and in the 80's. A solution therefore is required:

.. co-ordinate all resources. McGill has already accepted to liquidate a major part of the 2,500 places at Macdonald College. The 3,300 places at Loyola should also be removed from the roster of available spaces.

8.2

THE CASE OF LOYOLA

This solution does not, however, settle the problem of Loyola's resources. It is necessary to ensure the integration of its university resources into an institution which is already a part of the Quebec network and which would take in the French sector.

It is therefore, imperative that Loyola think in terms of broad integration. If to safeguard its present role Loyola intends to pursue negotiations with Sir George, it will have to alter its present principles to:

- a) There will be only a downtown campus
- b) The orientation program underway at Sir George as confirmed in the general report on orientations must be adhered to

Eventual integration of certain personnel would have to be made only with the assent of the Minister of Education and the Council of Universities.

8.3 The Case of Bishop's

To ensure maximum utilization of undergraduate resources in the Eastern Townships, Bishop's would be authorized to pursue its university level program. It must, however, fulfill two requirements demanded in 7.1:

- . share its equipment with the Champlain CEGEP and recruit 1,200 students at the university level

These conditions would be permanently in force and the results would be evaluated again in 1973.

8.4 The Case of Macdonald College

The conversion of the Macdonald campus would be accomplished under conditions approved by both the Council of Universities and the Department of Education. It would be based on a study of the report of the O.S.A. on the development of the teaching of Agricultural Sciences in the Province of Quebec.

9.

RECOMMENDATIONS

Some considerations:

- a) the preceding analysis, particularly forecasts relative to student enrollment trends at the university level, and data on enrollment capacities of institutions in the anglophone sector;
- b) principles set forth by the Council for evaluation of the anglophone institution structure, and a rationalization of the development of the anglophone university sector;
- c) expression of viewpoints and opinions, along with briefs submitted by representatives from anglophone institutions at the meeting of the Council;
- d) studies of universities' orientation programs for the next ten year period....studies which will lead to specific orientation programs at existing universities;
- e) the natural interdependency in the respective development of collegial and university level programs;
- f) negotiations presently being conducted between Sir George and Loyola.

RECOMMENDATIONS OF THE COUNCIL OF UNIVERSITIES1. RE: BISHOP'S UNIVERSITY

- a) That Bishop's University plan their development as an undergraduate level institution and concentrate on a non-specialized program of instruction.
- b) That Bishop's University and the Champlain CEGEP while maintaining their respective independence, investigate methods to derive maximum use out of resources available to post secondary school English language students in the Eastern Townships.
- c) That both insitutions submit a report to the Department of Education before January 1, 1973.

2.

RE: LOYOLA COLLEGE

- A) That the university level instruction in the English language in the Montreal region be totally concentrated on the campuses of Sir George Williams University and McGill University.
- B) That the premises of Loyola campus not be included in inventory of physical resources of English universities and that the authorities of Loyola use their campus facilities for programs other than university level instruction.
- C) That the College, when planning its future reorientation, undertake the task of re-assigning personnel according to its existing commitments towards staff.
- D) That the duration of the university level teaching at Loyola not be extended past June 1975 and therefore the College should not accept university level student applications after September 1972.
- E) That, notwithstanding the preceeding recommendations, the rights of Loyola students in their pursuit of education be safeguarded during deliberations with universities concerned. In this instance the University of Montreal.
- F) That the transfer of university activities of the College must be agreeable to the institutions involved and must be achieved in collaboration with the Ministry of Education and the Council of Universities which will ensure that the steps taken conform to the recommendations contained in the Report on Orientations and in the Report of sectorial operations.

3. RE: MCGILL UNIVERSITY

That the available teaching space on the Macdonald campus be converted into something other than for university education and that McGill University propose suggestions following recommendations of the O.S.A. on the development of Agricultural Science teaching.

4. RE: SIR GEORGE WILLIAMS UNIVERSITY

a) That Sir George Williams University study with Loyola and consult with McGill on the methods of implementing an integration on its campus of all UNIVERSITY teaching now provided by Loyola College. Also, it must look carefully at the question of integrating various resources involved in the above mentioned university instruction.

b) That in conjunction with Loyola College a report be prepared by January 1st, 1973, to the Department of Education and to Council of Universities on the modalities of the integration.

5. RE: THOMAS MORE INSTITUTE

That all decisions concerning the institution be postponed until the end of this year when specific recommendations will be made by the Council in its final report on Objectives and Orientations.

Appendix II

Number of Persons Permanently Employed in Subsidized Positions in 1971-72

	All uni- versities in Quebec*	McGill	Sir George	Bishop's	Loyola	All English campuses
<u>Teaching</u>						
Executives	541	94	38	9	11	152
Professionals	4,446	1,006	306	72	231	1,615
Prof. of research	86	-	9	-	-	9
Technical staff	742	269	31	2	13	315
Office staff	1,860	343	78	10	50	481
Labourers	<u>79</u>	<u>15</u>	<u>-</u>	<u>1</u>	<u>-</u>	<u>16</u>
	7,754	1,727	462	94	305	2,588
<u>Other Functions</u>						
Executives	313	59	43	9		111
Professionals	556	112	38	4	34	188
Technical staff	778	348	53	15	-	416
Office staff	2,169	310	198	26	102	636
Labourers	<u>844</u>	<u>385</u>	<u>93</u>	<u>32</u>	<u>103</u>	<u>613</u>
	4,660	1,214	425	86	239	1,964

* Excluding Loyola

Appendix 1

Enrolment Capacity of English Language University Institutions in Quebec in 1975/76

Institution	Non-residential square footage in 1971-72		Additional non-residential space planned for 1971-76	Non-residential space in 1975-76	Ratio of sq. footage to full time student in 1st, 2nd and 3rd level (2)	Enrolment capacity in 1975/76	Predicted numbers of students in 1st, 2nd and 3rd level in 1975/76	Numbers of 1st, 2nd and 3rd level students predicted by the M.E.Q. for 1975/76
	A inventory by sq. ft.	B qualified by sq. ft. (1)						
McGill	2,348,000	1,850,000	60,000 (3)	1,910,000	125	15,280	11,635 (4)	
MacDonald	498,000	415,000	-	415,000	170	2,441	498 (4)	
Sir George	603,000	584,000	-	584,000	105	5,562	4,633 (4)	
Bishop's	220,000	167,000	-	167,000	95	1,758	1,369 (4)	
Loyola	363,000	333,000	-	333,000	100	3,330	3,380 (5)	
TOTAL	4,032,000	3,349,000	60,000	3,409,000	120	28,371	21,515	18,941

Medical Science
McGill

325,000

290,000

-

290,000

210

1,381

1,489

- (1) Consideration is given to the age of buildings and the ratio of useable square footage to the waste space (see "Proposal of the D.G.E.S. on university investments, August 1971, page 58).
- (2) The use of space according to the distribution of the predicted student enrolment (see pages 77 and 650 of the above mentioned document).
- (3) Buildings for the executive body and auxiliary administrative force totally financed by grants.
- (4) Forecasts (excluding Phd candidate students, interns and residents) based on the proposed five year investment policy.
- (5) Forecasts based on the paper presented to the D.G.E.S. on June 10, 1971, by M.A. Ferrari of Loyola College.

D.G.E.S. - S.A.F.
February 14, 1972